

FY 99 TECHNOLOGY TRANSFER CONFERENCE

FLOOD PLAIN MANAGEMENT SERVICES & PLANNING ASSISTANCE TO STATES AFTER ACTION REPORT/CONFERENCE SUMMARY

CONFERENCE: Flood Plain Management Services/Planning Assistance to States Conference, 9-11 August 1999, Boston, Massachusetts

POINT OF CONTACT: Kenneth Zwickl, CECW-PF, (202) 761-1855

CONFERENCE OBJECTIVES: The objective of the conference, as briefed to the Deputy Commanders, was to provide FPMS/PAS program managers with updated technical and procedural guidance on the programs, and information on new initiatives impacting on the programs. This was to be accomplished by calling on a number of program "producers" from MSCs and districts to present their innovative approaches and successes in managing the FPMS and PAS Programs. HQ personnel were to present perspectives on the changing landscape of flood plain management, and ideas for new directions to expand the horizons of the programs.

CONFERENCE REPORT: (Conference Agenda follows this report.)

**Number of Attendees = 74, (HQ = 5, MSC = 8, District = 58, Other Fed = 2, non-Fed = 1).
Number of Speakers = 22 (some more than once).**

CONFERENCE SUMMARY: Conference theme was "New Directions/Expanded Horizons" for the FPMS and PAS Programs. The lead-off presentation provided a broad HQ overview of Planning Division perspectives for increasing outputs of the Civil Works program. This theme was supported by numerous presentations by District personnel on appropriate, innovative uses of the FPMS & PAS programs to achieve greater CW outputs. These approaches were emphasized throughout the conference, and supported with presentations by representatives from FEMA and the ASFPM, as well as Corps personnel involved with such initiatives as Coastal America, American Heritage Rivers, and the Clean Water Action Plan. The concept of using FPMS & PAS programmatic authorities to initiate comprehensive water resources studies, followed by coordination of implementation of solutions to problems, was well received. Follow-on activities resulting from the conference include additional coordination with other Federal agencies to better understand the respective programs, and additional dialogue on study priority setting and performance measurement.

RECOMMENDATIONS FOR NEXT CONFERENCE: General consensus was that these conferences need to be held more often. Changes in program direction, new initiatives, and changing needs of customers/study sponsors, necessitates more frequent Corps-wide discussions, which are greatly facilitated by face-to-face meetings. Length of conference was appropriate for the amount of material covered.

SYNOPSIS OF PRESENTATIONS:

New Direction/Initiatives for Planning (presented by Rennie Sherman, CECW-P). Ms. Sherman introduced the conference, and presented the HQ perspective for FPMS and PAS program direction for future studies. She emphasized opportunities available using the broad authority of the PAS program to perform studies which could lead to increased coordination between Federal and state agencies, thereby enhancing other Corps Civil Works mission-related work. She outlined several provisions contained in the WRDA 1999 bill which will enable the Corps to do more nonstructural flood damage reduction projects. She introduced the "Urban Watershed Initiative" which could use many existing Corps authorities, including FPMS and PAS program studies to promote sustainability and livability concepts in the Nation's cities. Ms. Sherman led a "Large Group Exercise" designed to solicit comments from the audience on FPMS/PAS performance and direction, the results of which are located later in this document.

FPMS/PAS Program Review (presented by Maurice Parker, Kenneth Zwickl, & Charles Chesnutt, CECW-P). Funding histories and program execution statistics for FY 98 and 99 were presented. Funding outlook for FY 2000 was discussed. Proposed study prioritization criteria were presented, with discussion. Performance measurement activities were proposed, with an update on need for implementation of measurement strategies. Potential for increasing program presence in and along coastal areas was discussed as a new/enhanced direction for the programs.

National Flood Proofing Committee Update (presented by Conrad Battreal, Chairman, CESWL). Mr. Battreal presented a brief overview of the NFPC origins and early work. He then concentrated his remarks on the new nonstructural direction the Committee is taking. Plans are in the works for a physical coastal processes model, and a publication for Corps districts documenting successful nonstructural flood damage reduction planning activities.

Technical Session #1 – Growing the Civil Works Program using FPMA/PAS Programs (presented by Mark Wingate, CEMVN). The New Orleans District considers the Planning Assistance to States program much more critical to the Civil Works program than the \$500,000 per state limitation suggests. When the program is marketed creatively and the District's personnel exhibit enthusiasm and sincere interest, a District can successfully market other Corps' programs to perspective customers by "getting in the door" under the PAS program. The New Orleans District has coined the phrase "First Door to the Corps" to describe the philosophy. While undertaking a PAS study, Sponsors normally desire to advance the on-going study or initiate new studies. This provides a golden opportunity to market other Corps' programs and steer the Sponsor into the appropriate authorities including, GI, SFO, PAS, CAP, FPMS, Direct Appropriation, as well as other Federal, State, local, and private funding sources. The New Orleans District has used this approach successfully to "move" numerous PAS initiatives into the SFO, CAP and GI program. It all comes down to listening and understanding the needs of the customer and matching their problems to the appropriate program(s) whether they be Corps authorities or other agency programs.

Technical Session #2 – Automated Flood Plain Mapping (presented by Steve Long, CENAP, and Jim Leach, CESWT). Messrs. Long and Leach demonstrated the use of automated flood plain mapping software developed by their respective districts. The Philadelphia routines work with ARC/INFO, and the Tulsa routines use RiverCAD.

Technical Session #3 – Task Force Based Flood Plain Management (presented by Joe Dixon, CESPL), and Navajo Nation Comprehensive Study (presented by Dail Hatch, CESPK). Mr. Dixon discussed the use of FPMS funds to assemble appropriate state and Federal agencies as an ad-hoc task force which meets with local officials to discuss their various water resources needs. Each agency explains its programs and opportunities to assist the community, and a plan of action is developed. This is an excellent use of FPMS funds as it brings together the proper resources for assisting the local government in solving water resources problems. Mr.

Hatch presented the status of on going negotiations with the Navajo Nation for development of a comprehensive water resources planning study. The study most likely will be conducted under a new authority, to be cost-shared 75% federal, 25% non federal. He indicated the type of assistance required is aligned closely with the FPMS program, but potential study size is much larger than can be accommodated under that program. Flood plain mapping will be performed first, and then an assessment will be made as to what problems/opportunities need to be addressed and in what order.

Technical Session #4 – Partnership with FEMA Region X (presented by Joe Weber, CENWS). Mr. Weber outlined the recently implemented partnership agreement with FEMA Region X, which established the Seattle District as the single POC for flood insurance related support to FEMA. Seattle District will coordinate all FEMA flood insurance work in the Northwest region, parceling out work to the appropriate district offices for completion. Working with NWD, Seattle has developed a procedural document that explains the process by which FEMA, working with Seattle, hires the Corps to perform this important reimbursable work.

FPMS/PAS Future Directions (presented by Bob Daniel, CECW-P). Mr. Daniel discussed in further detail the ideas introduced by Ms. Sherman. He emphasized opportunities available using the broad authority of the PAS program to perform studies, and to a lesser degree, the FPMS program, which could lead to increased coordination between Federal and state agencies, thereby enhancing other Corps Civil Works mission-related work. He expanded on the earlier discussion of an “Urban Watershed Initiative”, explaining how each phase of the initiative could be accomplished.

Building on Partnerships, the Coastal America Experience (presented by Bill Hubbard, CENAE). In the recent years the use of the Coastal America network has been successful in many Districts, especially the districts that are on the coast! In New England the partnership among the federal and state agencies that meet as the regional implementation team of Coastal America have been a good network for finding important aquatic ecological restoration projects. Early in the formulation of the Coastal America partnership, it was recognized that the Corps then *new* aquatic restoration authorities could make a significant improvement in the ecology of the Northeast. The challenge was that the resource agencies could identify ecological problems, but needed the interdisciplinary expertise of the Corps to formulate solutions and evaluate their feasibility. In several instances, the flexibility of the Planning Assistance to States (Section 22) program or Flood Plain Management Services came to the rescue. Those programs allowed a rapid response to the problem and then led to solution implementation, by the Corps GI/CAP programs, local communities or our partners (e.g. USFWS, NRCS, NMFS, EPA) programs.

BREAKOUT SESSIONS: Eight topics were offered during the 2-hour time block. Participants moved from room to room to attend the sessions of most interest to them. Most presentations are available on the PowerPoint presentation page.

Partnering/Stakeholder Session:

Association of State Flood Plain Managers Update (presented by Lisa Holland, Chair). Ms. Holland provided a brief description of the ASFPM, outlined current activities, and emphasized the excellent working relationship that exists between the ASFPM and the Corps.

FEMA HQ Perspectives (presented by Matt Miller, Chief, Hazards Study Branch, Mitigation Directorate, FEMA HQ). Mr. Miller focussed his remarks on FEMA’s map modernization plan, which is an ongoing effort to improve efficiencies in producing and distributing the flood insurance rate maps supporting the National Flood Insurance Program. He also discussed the Corps role in providing support to FEMA for the NFIP.

FEMA Regional Perspectives (presented by Eric Berman, FEMA Region V). Mr. Berman discussed FEMA regional relationships with Corps districts as well as steps being taken to resolve billing problems with reimbursable work being performed by the Corps.

MICS Study Monitoring System (presented by Eric Berman, FEMA Region V). Mr. Berman briefed the participants on a proposed information system to be implemented by FEMA in FY 2000. The system will enable regional engineers to more easily track progress on flood insurance studies being performed by contractors. The system will include scheduling, progress reporting, and billing information.

Large Group Exercise Results: Three questions were posed to the group. Several minutes were allocated to answering the questions. Then each participant selected his/her most important answer to record on the poster boards. The questions and answers are as follows:

Question #1 – What do you feel are the most significant issues facing the FPMS/PAS programs today?

1. Lack of sufficient funding was most often listed, as was the need for additional negotiation funding for PAS. Competition for internal resources, low district priority for FPMS/PAS work, and reorganization/loss of staff were also listed. The need for more flexibility in funding transfers was noted.
2. Also mentioned was the need to perform more outreach activities. There is a need to generate more recognition for the programs, possibly by additional outreach, letters of study completion to interested parties, etc.
3. The program managers need to network more with Federal agencies to solve mutual problems and perform more comprehensive studies. A related issue was the question of how to handle funding for multi-agency/multi-partner studies.

Question #2 – How would you use the FPMS/PAS programs to grow the Civil Works program?

1. Conduct annual/semiannual meetings with State & local governments to discuss programs, authorities, and district capabilities. Use specific slide shows, develop booklet as a handout, set-up displays that demonstrate concepts.
2. Active outreach for Corps programs. Develop partnerships with local governments by being flexible to their needs. Make communities aware of Corps expertise, provide technical assistance towards recommending additional study under other authorities.
3. Foster FPMS/PAS programs as an integral part of the Civil Works program and Planning. FPMS/PAS managers should be viewed as advance representatives for the entire CW program. Information developed using FPMS/PAS studies should be directly transferred to other Corps or other Federal programs to build cooperative, collaborative study concept.

Question #3 – How would you measure performance for the FPMS/PAS programs?

1. The overwhelming opinion was that measuring program performance solely as a function of funds expended was not appropriate. The most popular suggestion was to account for the number of studies being performed, in addition to funds expended, to indicate successful performance.
2. Another suggestion from numerous participants was to somehow account for the additional work brought into the Civil Works program by the FPMS/PAS programs. Measurement of the number of “spin-off” studies to other authorities, plus amount of reimbursable work generated as a result of FPMS/PAS efforts was suggested.

**FLOOD PLAIN MANAGEMENT SERVICES
AND
PLANNING ASSISTANCE TO STATES**

TECHNOLOGY TRANSFER CONFERENCE

**LOCATION: BOSTON, MASSACHUSETTS
9-11 AUGUST 1999**

AGENDA

MONDAY, 9 AUGUST 1999

| | | |
|------|---|------------------------|
| 0800 | REGISTRATION | |
| 0815 | OPENING ANNOUNCEMENTS | Hershdorfer/Kennelly |
| 0830 | WORKSHOP INTRODUCTION | Zwickl |
| 0900 | NEW DIRECTION/INITIATIVES FOR PLANNING | Sherman |
| 0930 | BREAK | |
| 1000 | FPMS/PAS PROGRAM REVIEW FY 2000 Funding Outlook FY98/99 Performance Performance Measurement/Study Prioritization | Parker/Zwickl/Chesnutt |
| 1100 | NATIONAL FLOOD PROOFING COMMITTEE UPDATE | Battreal |
| 1130 | LUNCH | |
| 1300 | TECHNICAL SESSION #1 Growing the Civil Works Program using FPMS and PAS | Hull/MVN |
| 1345 | TECHNICAL SESSION #2 (ARC/INFO vs. RIVERCAD) Automated FP Mapping with ARC/INFO Automated FP Mapping with RIVERCAD | Long/NAP Leach/SWT |
| 1500 | BREAK | |
| 1530 | TECHNICAL SESSION #3 Task Force Based Flood Plain Management Navajo Nation Comprehensive Study | Dixon/Hatch |
| 1615 | TECHNICAL SESSION #4 Partnership with FEMA Region X “Brokering Flood Insurance Studies” | Weber/NWS |
| 1700 | RECESS | |

TUESDAY, 10 AUGUST 1999

| | | |
|------|---|--------------|
| 0800 | ANNOUNCEMENTS | Kennelly |
| 0805 | CHALLENGE XXI UPDATE HAZARD MITIGATION GRANT PROGRAM ISSUES | Zwickl |
| 0815 | FPMS/PAS FUTURE DIRECTIONS | Daniel |
| 0900 | BUILDING ON PARTNERSHIPS - the Coastal America experience | Hubbard |
| 0930 | BREAK | |
| 1000 | BREAKOUT SESSIONS | |
| | Arizona Flood Warning System | Dixon |
| | Coastal FPMS issues | Chesnutt |
| | PROMIS me this... | Parker |
| | Flood Plain Management Plans | Buss |
| | American Heritage Rivers/CWAP | Getzen |
| | Wilmington Project Impact | McDuffie |
| | Brownfields Initiatives | Wanielista |
| | Ice-related Technical Assistance | White |
| 1200 | LUNCH | |
| 1330 | PARTNERING/STAKEHOLDER SESSION | |
| | ASSOCIATION OF STATE FLOODPLAIN MANAGERS UPDATE | Holland |
| | FEMA HQ PERSPECTIVES Mitigation Map Modernization Flood Insurance Issues Project Impact | Miller |
| | FEMA Regional Perspectives | Goetz/Berman |
| 1700 | RECESS | |

WEDNESDAY, 11 AUGUST 1999

| | | |
|------|--|----------|
| 0800 | ANNOUNCEMENTS | Kennelly |
| 0815 | MICS STUDY MONITORING SYSTEM | Berman |
| 0915 | BREAK/DIVISION MEETINGS | |
| | Opportunity for Division reps to meet separately with their District reps, to discuss Division issues as well as to obtain feedback on concepts offered during the conference. | |
| 1030 | DIVISION REPORTS/FEEDBACK | |
| | Panel discussion, led by Division reps, to provide feedback from conference attendees on program direction, partnering, priority setting, and success measurement. | |
| 1130 | LARGE GROUP EXERCISE REPORT-OUT | Zwickl |
| 1200 | FORMAL WORKSHOP WRAP-UP | Daniel |
| 1230 | LUNCH | |
| 1330 | DISCUSSION OF OUTSTANDING ISSUES | |
| | This is an opportunity to discuss any and all issues with HQ staff related to the FPMS/PAS and other Civil Works programs. | |
| | Performance Measures | |
| | <i>Planning Ahead</i> Article | |
| | Hazard Mitigation Grant Program and Coordination with FEMA | |
| | Challenge XXI | |
| | Etc. | |
| 1600 | ADJOURN | |